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ABSTRACT

This report is based on a review of literature, statistical data, and a range of community-based programs for juvenile offenders, studied during the past 5 years by the National Governors' Association. The report provides an overview of innovative approaches to program design and coordination of services for delinquent youth. It describes several types of exemplary programs that could be adapted in other communities to meet the diverse needs of juvenile offenders. The five programs described in the report suggest that the coordination of child welfare, education, mental health, and vocational programs can enhance the effectiveness of programs for juveniles. The report identifies some of the barriers to change and some strategies states and localities may want to consider to bring about change. In addition, appendixes provide a statistical picture of the juvenile justice system and the youth it serves, information about some additional programs not described in the case studies, an overview of the history of juvenile justice, a 16-item annotated bibliography on interdisciplinary literature, and a list of 123 references. The following programs are described in the case studies: the Massachusetts Department of Youth Services Statewide Model of Community-Based Alternatives; the Kenosha County (Wisconsin) Department of Social Services County-Based Public-Private Partnership; Adelphoi Village in Pennsylvania, a Child Care Approach to Service Delivery; the Tri-County Mentor/Monitor Program of Specialized Foster Care in Oregon; and a Community Intensive Day Treatment Model for Youth in six counties of Alabama. (KC)

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KIDS IN TROUBLE

Coordinating Social and Correctional Service Systems for Youth

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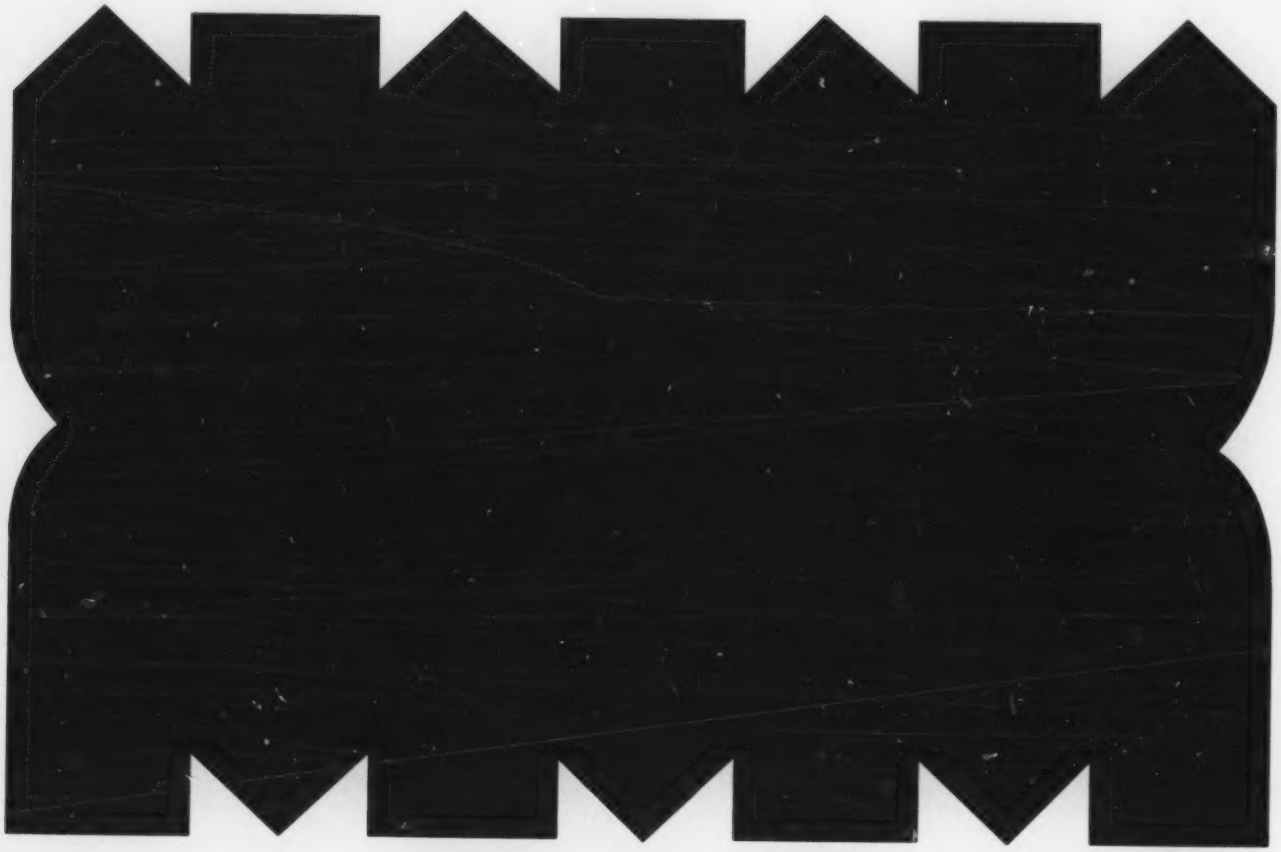

National Governors' Association

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KIDS IN TROUBLE

Coordinating Social and Correctional Service Systems for Youth

National Governors' Association

The National Governors' Association, founded in 1908 as the National Governors' Conference, is the instrument through which the nation's Governors collectively influence the development and implementation of national policy and apply creative leadership to state issues. The association's members are the Governors of the fifty states, the territories of American Samoa, Guam, and the Virgin Islands, and the commonwealths of the Northern Mariana Islands and Puerto Rico. The association has seven standing committees on major issues: Agriculture and Rural Development; Economic Development and Technological Innovation; Energy and Environment; Human Resources; International Trade and Foreign Relations; Justice and Public Safety; and Transportation, Commerce, and Communications. Subcommittees and task forces that focus on principal concerns of the Governors operate within this framework.

The association works closely with the administration and Congress on state-federal policy issues through its offices in the Hall of the States in Washington, D.C. The association serves as a vehicle for sharing knowledge of innovative programs among the states and provides technical assistance and consultant services to Governors on a wide range of management and policy issues.

The Center for Policy Research is the research and development arm of NGA. The center is a vehicle for sharing knowledge about innovative state activities, exploring the impact of federal initiatives on state government, and providing technical assistance to states. The center works in a number of policy fields, including agriculture, economic development, education, environment, health, social services, trade, and transportation.

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Beth M. Blough, policy analyst in NGA's Center for Policy Research, served as the principal researcher and author of this report.

Foreword

As Governors, we have an abiding interest in ensuring that all of our citizens reach their full potential. Because we are painfully aware of the high cost of building and operating correctional facilities, we are very interested in new approaches to prevention and intervention strategies for delinquent youth, as well as alternatives to institutionalization.

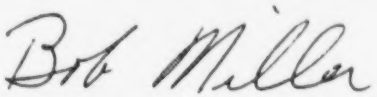
This report provides a valuable overview of innovative approaches to program design and coordination of services for delinquent youth. It describes several types of exemplary programs that could be adapted in other communties to meet the diverse needs of juvenile offenders.

Too many young people violate the law and continue to commit crimes as adults. Although systemwide prevention efforts are essential to keep youth from entering the juvenile justice system, effective intervention programs also must be developed for youth who commit delinquent acts.

There is a critical need for a continuum of services that provide both adequate supervision and effective intervention.

The successful reintegration of youth into the community requires a broad array of community-based alternatives that integrate social and correctional services at the local level. If our goal is to return youth as productive members of society, programs must address their social, psychological, educational, and vocational needs. Existing mental health, educational, social welfare, and vocational services must be better coordinated to offer comprehensive care. At a time of limited fiscal resources, we must foster collaboration to provide comprehensive services for delinquent youth.

Although this is a complex and difficult societal problem, we can make a difference by lending our support to these important collaborative efforts.



Bob Miller
Governor of Nevada
Chairman, NGA Committee on Justice
and Public Safety

Preface

Kids in Trouble: Coordinating Social and Correctional Service Systems for Youth builds on extensive work completed by the Governors over the past five years in such areas as barriers to family self-sufficiency, primary prevention efforts for children below age five, child care, adolescent pregnancy, and other related issues.

This report focuses on the juvenile offender. It is based on a review of relevant literature, data, and a range of community-based programs for juvenile offenders.

The five programs described in this report suggest that the coordination of child welfare, education, mental health, and vocational programs can enhance the effectiveness of programs for juveniles. The report identifies some of the barriers to change and some strategies states and localities may want to consider to bring about change. In addition, appendixes include an overview of the history of juvenile justice, a statistical picture of the juvenile justice system and the youth it serves, information about some additional programs not described in the case studies, and an annotated bibliography on interdisciplinary literature.

The Challenge

The future of the United States rests with its youth, but the nation has not always been willing to make the investments needed to ensure that young people reach their full potential. As the nation is confronted with ever-increasing social problems and a more competitive international economy, we must confront the barriers that prevent some young people from contributing to the nation's prosperity. There is a need to develop programs that foster the well-being of children and families.

Ensuring that young people who violate the law become productive citizens presents special challenges. States must balance the need to protect the public, provide appropriate punishment, and rehabilitate young offenders. Because juvenile offenders often have a multitude of problems, they require comprehensive services to successfully return to their communities. Their tenure in the juvenile justice system provides an opportunity for states and localities to deliver services that can redirect them toward a productive adulthood.

Recidivism data, costs, population trends, overcrowding, and offense data indicate a need to re-evaluate the juvenile justice system's efficacy in serving the nation's youth.

Although some states have made efforts to offer a range of services in their correctional institutions, too many juvenile offenders do not receive the range of services required for successful rehabilitation, and too many of them become repeat offenders. In fact, almost 60 percent of the youth in long-term, state-operated institutions in 1987 already had been admitted to correctional facilities at least once. More than 20 percent had been admitted three times or more.[1]

Correctional facilities are expensive to construct and operate, and the costs are increasing rapidly. From 1977 to 1986, the annual cost of operating a training school bed increased from $23,780 to $30,520—a constant dollar increase of 28 percent.[2]

The population of juveniles in custody also is growing. The average daily population of juveniles held in public detention, correction, and shelter facilities increased by 14 percent between 1985 and 1989.[3] And overcrowding in correctional facilities has become a severe problem: In 1987, 52 percent of youth in public training schools were in overcrowded facilities, a 25 percent increase from 1977.[4] Moreover, the population between the ages of fourteen and seventeen is projected to increase from 13.2 million in 1990 to 15.3 million in the year 2000.[5] If these trends continue, the population in facilities can be expected to grow further.

While the costs and the population of juvenile facilities rise, it appears that a significant proportion of the youth in correctional facilities may not require institutionalization. Although the number of youth arrested for violent criminal acts rose 21 percent from 1985 to 1989,[6] nearly half the young people in public training schools in 1987 had not committed "serious" offenses (i.e., murder, non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, arson, larceny-theft, or motor vehicle theft).[7] Many of these youth may not require institutionalization.

Community-based programs that provide comprehensive individualized services offer an alternative to institutionalization. Many are less expensive. With appropriate supervision for juvenile offenders, the risk to public safety can be minimized. Moreover, addressing the variety of needs of young offenders may reduce the likelihood that they will commit additional offenses once they return to their communities. Often offenders come from dysfunctional families, have a history of child abuse or neglect, have learning disabilities, or have a history of substance abuse. A survey of youth in long-term, state-operated juvenile institutions in 1987 revealed that only 30 percent were living with both parents; 52 percent had a family member who had been incarcerated; 32 percent were under the influence of alcohol at the time of the offense; and 39 percent were under the influence of drugs at the time of the offense.[8] (See Tables 1-4.)

Because the goal of rehabilitation is to foster re-entry into society, alternative programs regard juvenile offenders' connection with the community and the family as crucial to their successful reintegration. Treatment is often enhanced if the offenders remain with their families or in small community-based programs rather than in institutional settings. This approach would include comprehensive individualized treatment including referrals to the range of services available at the community level, such as mental health care, drug and alcohol treatment, education, social welfare, and vocational training.

As Governors face increasing demands for institutional beds and limited resources, a comprehensive and coordinated social and correctional service system focusing on community-based care may help states address the fiscal and human costs of institutionalization and produce more positive outcomes for youth.

TABLE 1

Criminal History of Juveniles in Long-Term, State-Operated Juvenile Institutions, 1987

		Type of offender				
	Total	Nonviolent[a]	Ever violent	Current violent only	Prior violent only	Current and prior violent
Number in juvenile institutions	18,077	7,691	10,386	4,492	3,024	2,870
Percentage of juvenile population	100.0%	42.5%	57.5%	24.8%	16.7%	15.9%
Number of times ever arrested						
1	14.8%	17.0%	13.2%	24.5%	4.9%	4.5%
2	13.3	14.9	12.1	16.3	6.2	11.6
3-5	29.4	32.9	26.8	29.6	25.3	24.2
6-10	21.1	18.5	22.9	16.2	26.9	29.2
11 or more	21.5	16.7	24.9	13.4	36.6	30.5
Number of times ever on probation						
0	17.8%	15.0%	19.9%	36.7%	5.7%	8.7%
1	46.6	50.2	43.9	40.0	43.9	50.0
2	19.7	20.5	19.1	13.8	25.0	21.0
3-5	13.3	12.3	14.1	8.5	19.5	17.0
6-10	2.0	1.6	2.3	.4	4.6	2.7
11 or more	.6	.5	.7	.5	1.2	.5
Number of prior admissions to correctional facilities						
0	41.5%	42.0%	41.1%	59.3%	20.1%	34.7%
1	26.2	29.2	24.0	21.7	29.4	21.9
2	12.1	14.0	10.7	7.8	12.7	13.2
3-5	12.1	10.2	13.6	7.3	17.8	19.1
6-10	5.3	3.2	6.8	2.6	13.4	6.5
11 or more	2.8	1.5	3.7	1.3	6.6	4.5

Note: Percentages may not add to 100 percent due to rounding. [a]Current and prior offenses were nonviolent. Prior offenses include prior terms of probation or incarceration.
Source: U.S. Department of Justice, Bureau of Justice Statistics, *Survey of Youth in Custody, 1987* (Washington, D.C.: U.S. Department of Justice, September 1988).

TABLE 2

History of Alcohol Consumption by Youth in Long-Term, State-Operated Juvenile Institutions, 1987

Alcohol consumption in year before current offense	Percentage of youth		
	Total	Less than 18 years old	18 years or older
Drank some alcohol	76.6%	76.2%	77.7%
Drank regularly[a]	57.1	55.4	61.7
Got drunk at least once	66.0	65.4	67.6
Under the influence at time of current offense	31.9	31.9	31.7

Note: [a]One or more times per week in the year before admission.
Source: U.S. Department of Justice, Bureau of Justice Statistics, *Survey of Youth in Custody, 1987* (Washington, D.C.: U.S. Department of Justice, September 1988).

TABLE 3

History of Illegal Drug Use by Youth in Long-Term, State-Operated Juvenile Institutions, 1987

Type of drug use	Percentage of youth		
	Total	Less than 18 years old	18 years or older
Ever used any drug on a regular basis[a]	63.1%	59.7%	72.3%
Ever used a major drug on a regular basis[b]	31.4	27.5	41.9
Used any drug in the month before current offense	58.7	57.5	61.8
Used a major drug in the month before current offense	30.8	28.5	37.0
Under the influence of drugs at time of current offense	39.4	39.1	40.3

Note: [a]Used once a week or more for at least a month. [b]Major drugs include heroin, cocaine, LSD, and PCP.

Source: U.S. Department of Justice, Bureau of Justice Statistics, *Survey of Youth in Custody, 1987* (Washington, D.C.: U.S. Department of Justice, September 1988).

TABLE 4

Family Structure and Peer Group Involvement of Youth in Long-Term, State-Operated Juvenile Institutions, 1987

	Percentage of youth		
	Total	Less than 18 years old	18 years or older
Person(s) youth lived with while growing up			
Both Parents	29.8	27.8	35.2
Mother only	48.4	50.2	43.7
Father only	5.6	5.9	4.9
Grandparents	10.0	10.3	9.1
Other relative	2.8	2.4	3.9
Friends	.2	.2	.3
Foster home	1.6	1.6	1.5
Agency or institution	.1	.2	.1
Other	1.4	1.3	1.4
Family member ever incarcerated?[a]			
No	48.2%	47.2%	51.0%
Yes	51.8	52.8	49.0
Mother	8.8	9.4	7.3
Father	24.4	25.9	20.4
Brother or sister	25.1	23.7	28.8
Other relative	13.1	14.4	9.5
Had group of friends who were involved with crime?			
No	68.7%	69.3%	67.1%
Yes	31.3	30.7	32.9
With others at time of current offense?			
No	38.0%	37.2%	40.4%
Yes	62.0	62.8	59.6

Note: [a]Percentages add to more than 100 percent because more than one family member may have been incarcerated.

Source: U.S. Department of Justice, Bureau of Justice Statistics, *Survey of Youth in Custody, 1987* (Washington, D.C.: U.S. Department of Justice, September 1988).

Strategies for Change

The challenge of coordinating services is not unique to the juvenile justice system. Similar issues arise as policymakers try to coordinate health, child development, and nutrition programs for preschool children or to develop a comprehensive set of programs to help increase the retention of at-risk youth in school. Policymakers' experiences with these other issues should be considered as they address the task of coordinating the social and correctional systems for juvenile offenders.

The experience of states and localities suggests that the effective provision of services to juvenile offenders will require fundamental changes in the juvenile justice system. As policymakers attempt to design and implement programs that integrate juvenile justice programs with social services, health and mental health services, education, and vocational programs, they may want to consider taking the following actions.

- Develop an understanding of the characteristics of youth in the justice system through data collection and analysis, including offense data, history of abuse or neglect, substance abuse, educational level, family, living situation, and vocational skills.

- Identify available services. This information can provide the basis for determining what services are needed, which agencies should be involved in developing a comprehensive service delivery system, areas of overlap or duplication, eligibility problems, service gaps, and inequities due to geographical residence. Not all communities offer young people the same range of services. Youth residing in urban communities often do not have access to the same quality and quantity of services available to youth in more wealthy suburban communities. Creative funding mechanisms will be required to ensure that services are available where they are most needed. Innovative partnerships with the private sector may help offset funding discrepancies.

- Develop a clear policy framework for reform based upon the information on the population and the service delivery system. The policy framework should facilitate the creation of a continuum of services and a mechanism for ensuring that committed youth will have individualized treatment in the most appropriate setting. While local community initiatives and demonstration projects may produce some excellent programs, overall improvement will come only through basic changes in systems and policies. The policy must support the creation of a community-based living and supervision model and must ensure the availability of a coordinated service delivery system.

  Interdisciplinary coordinating councils can be created at the state level to bring together representatives from juvenile justice, social services, health, mental health, and education agencies. These councils can develop policy that facilitates collaboration, case management, information sharing among agencies, and flexible funding schemes.

  To improve state-local policy coordination, states can foster collaboration at the community level. Elected officials, program administrators, and local residents must be involved in program planning and implementation. Also, collaborative interagency networks will facilitate the coordination of services for multi-problem youth.

- Establish planning and coordinating mechanisms to alleviate "turf" issues and to foster collaboration. Special attention must be devoted to establishing mechanisms to encourage interagency linkages, intergovernmental relationships, and public-private partnerships, which are critical components of a comprehensive system.

- Develop broad support for the basic principles underlying the new policy. Support is required from public officials, judges, law enforcement officials, and others in the juvenile justice field. To garner this support, representatives of the juvenile justice system must be included in the planning and implementation process. Opposition to community-based programs can be mitigated by developing a better understanding of the nature of the institutional population, the fiscal and human costs of the failures of the current system, and the effectiveness and costs of alternative programs.

  Support also is needed from local residents. The programs described in this report have used several methods to build support for community-based programs. Program officials have sponsored town meetings to discuss local concerns, disseminated data documenting recidivism rates while under supervision, included residents in the planning of the program, sponsored open houses, and initiated volunteer programs to acquaint community members with the facilities and the youth being served.

- Create a continuum of care from prevention programs to secure facilities, emphasizing community-based programs. No single program will serve all youth effectively. While some youth do require a secure setting, secure facilities should be used as part of a larger community-based system. Accurate assessment of a youth's risk to public safety and his or her rehabilitative needs is necessary to provide appropriate supervision and services. After-care programs are essential to foster self-sufficiency and support youths' reintegration into the community.

- Establish systemwide goals, performance measures, and mechanisms to ensure agency accountability. A shared mission and a clear understanding of the function of each component are critical to a well-coordinated and integrated system of care. Quantifiable goals and regular performance reporting requirements are essential to ensure program accountability and facilitate the management of resources.

- Coordinate eligibility requirements to open access to juvenile offenders who otherwise may not qualify. More uniform criteria can be developed for most children and youth programs, or existing programs can be given more flexibility to provide services to youth who do not meet the primary eligibility requirements.

- Provide more flexibility in funding to allow programs to reduce eligibility barriers and simplify administration. States may want to consider directing resources to programs for children and youth in general, rather than to limited categorical programs.

- Establish a process to oversee the development and implementation of individualized rehabilitative programs. Case management services are key to the development of a truly integrated system of care. Case managers can help assess and define youths' individual needs and treatment goals, develop an integrated service plan, make referrals to community resources, and monitor youths' progress. A case management system can facilitate the use of existing community resources that can serve the diverse needs of young offenders. Moreover, case management ensures that the services are actually provided. Without such a system, juvenile offenders can become lost between providers or stymied by conflicting agency priorities and eligibility requirements.

- Improve management information systems to collect data at the state and local level. Data is needed to develop a profile of youth in the juvenile justice system and to provide the demographic and program data needed for effective case management and tracking of youth. All programs serving young offenders should collect the same demographic and social information on intake. Standardized information on youth served by individual program components should be collected. A system of data collection at the state and local level can facilitate the acquisition of this information. Special efforts may be needed to address confidentiality requirements, which may hinder data collection.

- Provide for the systematic analysis and evaluation of the programs. Data should be maintained in a central data bank, compiled, and analyzed. Evaluations of program costs, recidivism rates, and effectiveness in meeting goals can contribute to the development of appropriate services.

Barriers to Change

Once a state or locality has decided to implement an integrated community-based system, it will need to address potential barriers to change. These may include a lack of coordination among services, a lack of support by public officials, and neighborhood opposition.

Lack of Coordination Among Services

One barrier is the lack of a coordinated system of services for juvenile offenders. The diverse problems of juvenile offenders cannot be solved by the correctional system alone. A successful community-based system must integrate and coordinate correctional and social services to facilitate timely and appropriate rehabilitation. Since juvenile offenders may need mental health services, health care, special education classes, family therapy, and vocational training, many agencies will need to contribute in order to provide a comprehensive system of services.

Access to existing services often is hindered by limited funding and restrictive categorical eligibility requirements. For example, some juvenile offenders who need mental health services often cannot access the mental health system unless they have been given certain psychiatric diagnoses. Some youth may be eligible for certain job training programs while in an institutional setting, but ineligible when they return home and are enrolled in a day treatment program. Coordinating eligibility requirements can contribute to a comprehensive service delivery system.

Lack of Support by Public Officials

Another barrier is the lack of support by public officials for community-based alternatives. A combination of factors contributes to this lack of support.

Many officials are concerned with being viewed as "soft on crime" and perceive that community-based alternatives do not appropriately punish juvenile offenders. "Get tough" policies, though not proven effective in reducing juvenile crime, have had serious consequences for the juvenile justice system and the youth in custody:[9]

> "The most obvious impact of the 'get tough' approach has been an ever upward spiraling of the length of time juveniles are incarcerated. Increased lengths of stay have produced crowding of juvenile facilities and a deterioration of the conditions of confinement. The harsher penalties have most affected the incarceration rates of minority youth, raising serious equity concerns."[10]

Also, some public officials believe that programs in community settings will jeopardize public safety. However, adequate assessment of the risk that each youth poses to the community should result in the referral of only those youth who can be safely managed in a community-based program. Appropriate supervision can reduce the risk to public safety. For example, certain youth in community-based programs may require electronic monitoring devices or twenty-four-hour-a-day staff supervision.

Much of the opposition of public officials to community-based programs is due to a lack of data on program effectiveness. States must recognize the importance of data collection as they re-evaluate their policies and consider the implementation of alternative programs for juvenile offenders.

Neighborhood Opposition

Citizen opposition to the placement of facilities for juvenile offenders in their neighborhoods is another barrier to the implementation of alternative programs. Many residents are worried that crime will increase in their neighborhoods or that their property values will plummet. Like public officials, community members need information on the type of supervision provided by the program and the recidivism of youth while under program supervision. They also need to be aware of the procedures for reporting problems to the appropriate authorities.

Introduction to Case Studies

The juvenile justice system is based on a belief that juvenile offenders, if given appropriate rehabilitative services, can refrain from further illegal activities and make valuable contributions to society. Over the past two decades, significant systematic changes have been made at the state level and many innovative programs have been developed at the community level. These programs can contribute to the development of other alternative approaches. Although they are beginning to produce valuable data on the costs and benefits of various programmatic alternatives, additional data is needed to fully evaluate the effectiveness of specific intervention strategies and assess their long-term results. However, available data suggests that community-based programs can effectively serve a large portion of the juvenile population without compromising public safety.

The following descriptions of programs illustrate a variety of approaches, including statewide reform and creation of smaller programs at the local level. They are examples of efforts to provide comprehensive services to delinquent youth in urban, rural, and suburban areas. The program descriptions are based on site visits and information supplied by program officials and community agencies. While they are certainly exemplary programs, they are not intended to serve as models. Instead, they can serve as vehicles to provide policymakers with a clearer picture of the range of alternatives for juvenile offenders. Other programs also can offer valuable lessons. Appendix B lists some other programs that submitted information for consideration and represent program types other than those included in the case studies.

The five programs in this report were identified through referrals from the juvenile justice specialists in the state criminal justice planning offices, an extensive review of literature, and contact with researchers, program officials, and numerous other sources. An interdisciplinary advisory board assisted the project staff in choosing the programs described in the case studies. This was not an attempt to catalogue the range of effective programs serving delinquent youth throughout the country.

The board was asked to consider five criteria in selecting programs. It determined whether the programs:

- provided a community-based alternative to incarceration for juvenile offenders;
- documented clear goals and objectives and provided data on costs and effectiveness;
- offered a system of juvenile justice service delivery that included collaboration with community agencies (e.g., child welfare, mental health, social services, and education);
- received funds from multiple agencies or a combination of public and private monies; and
- viewed juvenile delinquency as a manifestation of a multifaceted problem that could best be addressed through the provision of comprehensive services and the inclusion of clients' families in the service plan.

Although the selected programs represent diverse approaches to working with young offenders in the community, there appear to be common factors that have contributed to their successful implementation.

- Services have been individualized to meet the specific needs of youth and their families.
- Most programs include case management as an integral part of service delivery.
- The programs have collaborated with local agencies to access and integrate services.
- Appropriate supervision and monitoring have been provided to ensure public safety and program accountability.
- Some programs have devised flexible funding schemes to meet the needs of multi-problem youth.
- The programs have attempted to build support in local communities.
- Program evaluation has been an integral part of programs.

Each of the case studies includes:

- a program overview;
- a profile of youth served;
- a program description; and
- program results.

Because these case studies provide only an overview of the programs, states that want to replicate a specific program will want to contact the program director for more detailed information.

Massachusetts Department of Youth Services: A Statewide Model of Community-Based Alternatives

Massachusetts Department of Youth Services

Fort Point Place

27-43 Wormwood Street, Suite 400

Boston, Massachusetts 02210

Overview

The Massachusetts Department of Youth Services serves committed and detained youth between thirteen and eighteen years old. For the approximately 800 youth committed and 3,000 youth detained annually, the goals are to protect the public and to rehabilitate offenders. A public-private partnership is the key to the Massachusetts system.

Initiative and innovation characterize the Massachusetts efforts to institute statewide change. In 1969, the Division of Youth Services of the Department of Education was abolished, and the Department of Youth Services was established as a separate agency under the Executive Office of Human Services. Under the leadership of Jerome Miller, the department's first commissioner, all five training schools in the state were closed, a community-based system was initiated via contracts with private providers, and a system of regional offices was created.

Judges share dispositional authority with the Department of Youth Services. Youth are committed directly to the department, which decides upon an appropriate placement. After a caseworker from one of the five regional offices completes an evaluation, a regional staffing team meets with professionals, the youth, and his or her family. An individualized treatment plan of community-based services is developed for each youth.

A key to the success of the Massachusetts system is case management. The Department of Youth Services caseworkers oversee the individualized treatment plan of each youth, monitoring their social, psychological, and educational progress. Each caseworker has a caseload of eighteen to twenty-four youth.

For youth whose offenses may warrant a secure setting, the Department of Youth Services has a classification system. A classification grid guides the referral of youth who have committed specific serious offenses to a three-member classification panel appointed by the commissioner. The panel reviews the need for secure confinement, selects an appropriate facility given the offender's individual needs, and recommends a term of confinement. Approximately 30 percent of committed youth are referred to the classification panel and about 75 percent of these youth are sent to a secure facility.

An important feature of the Massachusetts program is its continuum of care. Initially, a youth may be placed in a secure treatment setting, then transferred to an intensive supervision program. Services are part of a comprehensive treatment plan, which is adapted as the youth progresses. The ultimate goal is to return the youth to the larger community.

All community placements are rendered through contracts with private providers throughout the state. The public-private partnership, composed of a network of forty-five private, nonprofit agencies and ninety individual contracts, has resulted in a rich array of services. This collaborative network enables caseworkers to render comprehensive services. The contracts are renewed every five years through a competitive process. Collaboration with the private sector, local hospitals, and other state agencies such as the departments of Public Health, Mental

Health, and Education contributes to the department's commitment to provide a continuum of comprehensive care for committed youth.

Profile of Youth Served

- In 1989, 836 new youth were committed: 47 percent were white, 31 percent black, 20 percent Hispanic, and 2 percent other.
- 92 percent were male.
- 50 percent were adjudicated for property crimes and 33 percent for person crimes.
- The typical youth was about sixteen years old.
- The average annual family income was $10,840.
- 51 percent had parents who were divorced or separated.

Program Description

The Department of Youth Services offers a range of dispositional options to meet the treatment needs of the youth and to ensure public safety. The majority of youth are served in community-based programs. Only 15 percent of youth are placed in secure treatment facilities. The services are adapted as the youth progress, so most youth experience a variety of programs during their commitment. The continuum of care includes detention facilities, short-term evaluation programs, secure treatment facilities, wilderness programming, foster care, and group homes. All programs provide counseling, education, and recreational services for committed youth.

The following are unique components of the Massachusetts model:

- *Outreach and Tracking/Tracking Plus.* Approximately 65 percent of committed youth remain in their own homes and are monitored by outreach workers. This nonresidential model developed in Massachusetts has been widely replicated. Serving as an alternative to out-of-home placement, it may be the primary disposition or a transitional program for youth who are returning from a secure facility. Caseworkers provide intensive supervision services—including monitoring, counseling, and referrals to appropriate community resources—to no more than six youths. The Tracking Plus program also includes a residential placement.
- *Secure Treatment.* Massachusetts has thirteen small, secure facilities, each with fifteen to eighteen beds. Although the state runs several of the facilities, most secure treatment facilities are operated through contract. The department reserves its secure placements for chronic and violent juvenile offenders. The average length of stay is eight to twelve months, though youth often are sent to the secure treatment units for abbreviated terms in conjunction with community-based programming. All of the secure treatment programs provide education and counseling. Specialized services for sex offenders and substance abusers are rendered when appropriate.

Funding

The state appropriates funds for the Department of Youth Services. Sixty-three percent of the budget was allocated for contracted services in 1990. Collaborative funding schemes include cost sharing with the Department of Education through Chapter I.

Per diem costs for selected programs have been calculated as follows:

- secure treatment programs: $164.38
- group homes: $82.19
- day treatment: $41.10
- outreach and tracking: $24.66

Results

The Department of Youth Services has shown a strong commitment to program evaluation. A Management Information System enables the department to collect and analyze data internally. An independent evaluation, supported by a grant from the Edna McConnell Clark Foundation, was completed by the National Council on Crime and Delinquency in 1989.[11]

- The study reported a reincarceration rate of 23 percent within thirty-six months for 819 youths admitted and released from program custody between 1984 and 1985. This rate is considerably lower than comparable data from several other states, some of which rely more heavily on training schools.
- Although the small, secure treatment facilities are more expensive than traditional correctional institutions, Massachusetts is actually saving money by reserving secure placements for only 15 percent of the committed youth, according to the study.

Contact: Elizabeth Dowd, Public Information Officer, (617) 727-7575.

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Kenosha County Department of Social Services, Community-Based Juvenile Services: A County-Based Public-Private Partnership

Kenosha County Department of

Social Services

Court Services Unit

714 52nd Street

Kenosha, Wisconsin 53140

Overview

Since the implementation of the Wisconsin Children's Code in 1978, counties in Wisconsin have moved from an emphasis on institutionalization to an emphasis on community-based alternatives. In collaboration with state government, the Kenosha County Department of Social Services provides comprehensive services on a continuum of care to adjudicated delinquents and status offenders. Supervised at the state level by the Department of Health and Social Services, this county-based system seeks to "serve youth offenders in the least stigmatizing and least restrictive manner consistent with the best interest of the youth and the protection of public safety."

During the last decade, Kenosha County has instituted a range of community-based programs for juvenile offenders between twelve and eighteen years old. Through contracts with private providers, the county's Department of Social Services provides primarily nonresidential programs for adjudicated delinquents. The collaboration between the public and private sector in Kenosha County has resulted in the development of an array of community-based alternatives to incarceration.

The Department of Social Services has collaborative relationships with other public agencies. Effective screening by law enforcement agencies and Juvenile Court Intake Services ensures that only high-risk youth are referred. The Department of Community Programs provides psychological assessments, alcohol and drug evaluations, and psychiatric hospitalization. The Kenosha Unified School District collaborates with the Department of Social Services to operate an alternative school for program youth.

Coordination among the contracting agencies is essential to the provision of services for juvenile offenders. All the contracting private agencies belong to the Juvenile Justice Coalition—a forum for collaboration, advocacy, and policy-making.

Profile of Youth Served

- 423 youth were under supervision in 1989.
- 89 percent were adjudicated delinquent.
- 65 percent of the youth served were white, 23 percent black, 11 percent Hispanic, and 1 percent other.
- 83 percent were male.
- 65 percent were from families with an income below $20,000.
- 28 percent were living in household receiving Aid to Families with Dependent Children.
- 49 percent were living in single-parent families.
- 34 percent were classified as emotionally disturbed.

Program Description

Creating a continuum of care has been a primary goal in the planning of Kenosha's community-based system. Collectively, the programs can meet the range of psychosocial and supervision needs of juvenile offenders. The network of private agencies under contract with the Department of Social Services offers a variety of dispositional options and enables caseworkers to arrange a comprehensive and flexible treatment plan. The case plan is

developed and adapted to meet the needs of the youth and to safeguard the public. Case management is important to the success of this program. Institutional Review Committees evaluate all youth who are being considered for out-of-home placement. Because there is concurrent programming, interagency coordination is also essential to service delivery.

The Kenosha County system of community-based juvenile services includes seven programs:

- *Kenosha County Department of Social Services Supervision.* This program provides counseling and monitoring by county social workers without the use of contractual services.

- *Intensive In-Home Counseling.* The goal of this program is to facilitate positive family functioning for youth remaining at home under supervision. Counseling, home visitation, parent support groups, school monitoring, and recreation are provided.

- *Independent Living.* This program assists older youth, some of whom may be leaving more restrictive settings, to live independently. Youth may reside in their own apartments, with families in the community, or in group homes.

- *Total Inter-Agency Model for Education (TIME).* Jointly administered and funded by the Department of Social Services and the Kenosha Unified School District, this alternative school receives referrals from the juvenile court. Education and counseling services are provided on site for adjudicated youth with special education needs. After-school counseling and activities also are included.

- *Intensive Aftercare/Electronic Monitoring.* To help youth readjust to the community after they are released from institutions, Intensive Aftercare offers assessment, counseling, and job training. Youth are supervised closely; electronic monitoring is used when appropriate.

- *Weekend Challenge.* This outdoor program provides physically challenging group activities to supplement community-based programs for youth who might otherwise be institutionalized.

- *Comprehensive Day Treatment Services.* In an effort to prevent out-of-home placement for high-risk and chronic offenders, intensive supervision, counseling, and substance abuse treatment are provided. Youth enrolled in both this program and the Weekend Challenge are supervised seven days a week.

Funding

In 1980, the state's Community and Family Aids Program allocated "fiscal relations" funds to the counties to pay for state care of juveniles. Unexpended funds were designated for the creation of community-based alternatives. The program provided more than $2.5 million for juvenile programming in Kenosha County in 1989, accounting for approximately 70 percent of the juvenile services budget. Additional funding is provided through county funds and grants.

Results

Implemented in 1986, the Management Information System enables the Kenosha County Department of Social Services to demonstrate clear evidence of success.

- The Department of Social Services is meeting its goal of "serving youth in the least stigmatizing and least restrictive environment." The department's expenditures for institutional placements (corrections and residential) decreased significantly between 1983 and 1988. In 1983 and 1984, they accounted for 47 percent of the department's spending on juvenile services, compared with 36 percent in 1987 and 1988.

- Another goal of the Department of Social Services is to provide the necessary services to help prevent further delinquent behavior. The department monitors the percentage of clients who remain free of referrals to Juvenile Intake Services for a new offense during program supervision. In 1989, 276 youth (65 percent) under supervision were not referred to Juvenile Intake Services for a new offense. Of the 147 youth (35 percent) who were referred for a new offense, for 92 (63 percent) the legal action ended with referral.

Contact: Jim Kennedy, Deputy Director, (414) 656-6516.

Adelphoi Village: A Child Care Approach to Service Delivery

Adelphoi Village

354 Main Street

Latrobe, Pennsylvania 15650

Overview

Adelphoi Village was founded in 1971 to "offer young men and women the opportunity to grow intellectually, physically, and morally and to develop true values and goals, so they may contribute to their families, friends, schools, communities, and society." It began as a group home for youth who could not return to their own homes after release from a training school. Using state funds for the creation of community-based alternatives, the private, nonprofit program expanded in the mid-1970s.

Currently, Adelphoi Village operates twelve group homes, foster care services, a day treatment program, and a private school. Serving adjudicated delinquent and dependent youth in southeastern Pennsylvania, the Adelphoi Village programs are under the Pennsylvania Department of Public Welfare within the Division of Children, Youth, and Families. Their goal is to "provide treatment, education, and care for youth in the least restrictive environment based on their individual needs."

Profile of Youth Served

- In calendar year 1989, 656 youth were served.
- 59 percent were delinquent and 41 percent dependent.
- 74 percent were male, 92 percent were white, 5 percent black, and 3 percent other.

According to a review of 200 youth served in 1990:

- The five most frequent offenses were substance abuse, theft/auto theft, behavior problems (school, family), burglary, and sexual offenses.
- 20 percent of the youth were living with both parents.
- Approximately 24 percent were classified as socially/emotionally disturbed.

Program Description

A child care philosophy guides the staff at Adelphoi Village. Residential staff are viewed as teachers. Staff are encouraged to develop a safe and trusting environment. They attempt to teach youth responsible behavior and how to havemore control in their lives. This approach permeates the range of services offered by Adelphoi Village.

Although most youth are from two local counties, youth from thirty-five counties were served in 1989. The diversity of programs facilitates the placement of youth in the most appropriate setting. Extensive collaboration with other community resources results in comprehensive treatment plans, including substance abuse counseling, mental health services, and attendance at local public schools.

Key program features include a diagnostic center, group homes for youth with special needs, and a private alternative school for program youth.

- A diagnostic center provides forty-five-day assessments for youth. Recommendations are forwarded to the court for final disposition.
- Group homes provide individual, group, and family treatment for delinquent and dependent youth who can be served in a community placement.

- Alternative group homes provide a staff-secure environment for chronic delinquent youth who require close supervision as an alternative to institutionalization.

- Specialized group homes are provided for sex offenders, substance abusers, and youth with special education needs.

- Supervised apartment living enables youth to make the transition to independent living from another Adelphoi Village program.

- Day treatment programs provide case management services to youth who are able to continue to live with their natural families.

- A private alternative school provides individualized academics for youth whose educational history and/or behavioral problems preclude attendance in the public school system.

Funding

Adelphoi Village is funded through state and county dollars. With the passage of legislation in Pennsylvania in 1981, reimbursement to the counties for placement was capped at a maximum of 75 percent. Counties are responsible for the remaining 25 percent and any additional costs above the state's allowable amount. Per diem costs are set by the Adelphoi Village Board of Directors. The home school districts are responsible for the educational costs of youth at the alternative school. Programs such as the federal School Lunch Program, Title I educational funds, and private donations provide additional resources.

In an effort to separate the administrative functions from program management and service delivery, Adelphoi Inc. was created as a separate organization in 1983. Adelphoi Inc. owns and manages the properties of Adelphoi Village as well as other human services programs in the community.

The per diem rates for a sampling of the programs provided by Adelphoi Village for 1990-91 includes the following:

- Diagnostic Center (male/female): $125.59

- Group Home (female): $88.43

- Alternative Group Home (female): $132.20

- Substance Abuse Group Home (male): $122.44

- Day Treatment: $56.92

- Supervised Apartment Living: $75.65

Results

To evaluate the Adelphoi Village program on educational and psychological variables, 152 delinquent and dependent youth referred between September 1986 and August 1987 were followed for one year. The following pre-test results posed significant challenges for the program.

- Nearly one-half the youth were below the average range in reading, writing, and arithmetic.

- 59 percent performed below grade level in reading, 64 percent in spelling, and 65 percent in arithmetic.

- The Million Adolescent Personality Inventory revealed that 65 percent of youth were concerned about family problems.

Post-test results showed dramatic improvements.

- There were statistically significant increases in reading and arithmetic standardized test scores and in grade levels for reading, spelling, and arithmetic.

- Adelphoi Village youth also improved on twelve of the psychological variables, including personal esteem, family rapport, academic confidence, and social conformity.

Contact: John Bukovac, Executive Director, (412) 537-3052.

Tri-County Mentor/Monitor Program: Specialized Foster Care

Tri-County Mentor/Monitor Program

182 S.W. Academy Street

Suite 320

Dallas, Oregon 97338

Overview

"The continuum of community for a child begins with the family and moves to an ever-expanding universe of all those who influence the quality of a child's life" is the motto that underlies Polk County's specialized foster home program for adjudicated delinquents.

In 1979, with funding from the Oregon Juvenile Services Commission, the Monitor Program was implemented in Polk County. Although the program was initially under a contract with Catholic Community Services, administrative responsibility was transferred to Polk County in 1985. The Monitor Program targets youth who have just entered the juvenile justice system "who could benefit from intensive, concentrated services as a means to prevent further penetration into the criminal justice system."

The downsizing of the state's training schools and the efficacy of the Monitor Program heightened the state's interest in serving the more difficult youth who could be placed in community-based alternatives. As a result, the Tri-County Mentor Program was established in 1983 with juvenile diversion funds from the Children's Services Division to serve youth from Polk, Yamhill, and Marion counties. Although program youth were originally placed in the Tri-County Mentor Program from the training schools, diversion policies and institutional overcrowding resulted in direct placements into the program in 1985.

Profile of Youth Served

From July 1, 1989, to June 30, 1990, twenty-seven new youth were served by the Tri-County Mentor/Monitor Program: twenty-two in the Mentor Program and five in the Monitor Program.

Of 191 youth served in the Mentor Program from November of 1983 to September of 1990:

- 95 percent were white, 3 percent were Hispanic, 1 percent were black, and 0.5 percent were Native American.
- 74 percent were male and 26 percent were female.
- 90 percent had a felony conviction.
- 40 percent had poor academic performance.
- 35 percent had poor school attendance.
- 20 percent had a history of being chronic runaways.
- 8 percent were diagnosed with learning disabilities.
- 34 percent had substance abuse problems.
- 20 percent reported depression.
- 7 percent reported suicide attempts.

Program Description

Over the past decade, the Tri-County Mentor program has superseded the Monitor Program. Youth in the Monitor Program are placed in a proctor home for two to six months; youth in the Tri-County Mentor Program remain with proctor families for an average of six months. Each proctor home accepts only two youth at a time. The

Tri-County Mentor Program has twelve placements (six homes) and the Monitor Program has two beds (one home).

Youth are usually placed in proctor homes outside of their home communities. The proctor parents are recruited from these communities and are given thirty to forty hours of specialized training, receive ongoing education, and attend weekly meetings with program staff to discuss the youths' progress in the home, the local public schools, and community.

Program therapists provide individual, family, and group counseling, with an emphasis on reality therapy. They also serve as liaisons between the juvenile court, the Children's Services Division, the schools, the proctor family, and the youth's parents. Psychologists are available for consultation. When feasible, the program attempts to return youth to their natural families. After a youth is discharged, the program therapist continues counseling services with the youth and his or her family for approximately six months to facilitate reintegration.

Community resources are used to create comprehensive treatment plans, including substance abuse counseling through Alcoholics Anonymous and Narcotics Anonymous, mental health assessments with county departments, and summer youth employment through the local jobs council.

Funding
State monies fund the Tri-County Mentor/Monitor Programs. The programs are administered by the county through contractual agreements with the state. Funds are provided for the Monitor Program through a block grant from the Oregon Children and Youth Service Commission. The Oregon Children's Services Division funds the Tri-County Mentor Program.

The per diem cost for the Tri-County Mentor/Monitor Program was $67 for 1990-91.

Results
Although the Tri-County Mentor Program has not been formally evaluated, preliminary data suggests that the results are comparable to those of the Monitor Program.

An evaluation demonstrated that a sample of eighty-seven males in the Monitor Program served from March 1979 to July 1983 had lower juvenile and adult offense rates and fewer commitments to training schools than comparison group males.

A study of 152 Monitor youth admitted from March 1979 to April 1988 revealed the following outcomes:

- 88 percent completed the program.
- 73 percent were discharged to a less restrictive placement.
- 59 percent returned to their own homes.
- 68 percent had not committed additional delinquent or status offenses after six months (defined by contact with the juvenile justice system).

Contact: Dave Steinke, Program Manager, (503) 623-2042.

Community Intensive Treatment for Youth: A Day Treatment Model for Six Counties

Community Intensive

Treatment for Youth

1225 2nd Avenue South

Birmingham, Alabama 35233

Overview

The Community Intensive Treatment for Youth Program (C.I.T.Y.) is a nonresidential program for adjudicated youth based in six counties in Alabama: Jefferson, Madison, Mobile, Montgomery, Etowah, and Tuscaloosa. Program goals are to decrease the number of youth who are committed to state institutions, to reduce recidivism, and to provide services that are less costly than institutionalization. Committed youth who are appropriate for diversion to a community-based placement are given priority for admission.

In 1971, the first C.I.T.Y. program was established under the auspices of the Ridgecrest Children's Center at the University of Alabama. According to the founder and current executive director, the goal was to create a program that would be "comprehensive, interdisciplinary, and focus on the family." Funded by the Alabama Law Enforcement Planning Agency, the initial program resulted in an 85 percent reduction in the commitment of youth to state institutions during its first two years. After five years of program operation, only 16 percent of the youth had been convicted of new felonies. The success of this program encouraged subsequent growth.

The C.I.T.Y. program is a strong collaborative venture on both an administrative and programmatic level. The use of federal Job Training Partnership Act and Department of Youth Services funds has contributed to a partnership between the Alabama Department of Economic and Community Affairs, the Department of Youth Services, and local school districts. All programs are administered by the West Central Alabama Skill Center, which is under the auspices of the Department of Education's Division of Post-Secondary Education. The buildings, utilities, lunches, and transportation are provided by the local school districts. The C.I.T.Y. programs have their own advisory boards, composed of leaders from the local communities. Civic organizations, such as the Junior League of Montgomery, have contributed volunteers, books, and computers to the local programs. Linkages with social service agencies, vocational/rehabilitation agencies, and county health centers contribute to the provision of comprehensive care for program youth.

Profile of Youth

Of the 270 youth served from July 1, 1990, to December 31, 1990:

- 67 percent were black and 33 percent were white.
- 86 percent were male.
- 42 percent had been previously incarcerated.
- 47 percent of their families were receiving public assistance.
- 47 percent were living with their mothers. Youth enrolled were functioning an average of 1.4 years below grade level at the time of enrollment.
- 22 percent had a special education classification.

Program Description

Youth are referred to the C.I.T.Y. programs of Alabama by the courts, thereby maintaining a commitment to serving adjudicated delinquents. Each year, the programs serve approximately 400 to 450 youth, who remain with their

families. Each program has approximately thirty youth enrolled at a time for an average of six months. On the average, sixty-five to seventy youth are served by each program for the calendar year.

In separate facilities provided by the local school districts, the C.I.T.Y. programs provide individualized education in English, math, reading, and other subjects as appropriate. A team approach is a key aspect of the educational program. A "debriefing" occurs at the end of each school day, during which the counselors and teachers discuss the youths' academic and social functioning. Individual and group counseling is provided on site. Home visits and referral to appropriate social programs to support family functioning are also integral parts of the service delivery.

An individualized "Success Plan" is developed with each youth and his or her family is fully involved in its implementation. Through remedial education, counseling, and social skills training, the objectives may include reaching the appropriate grade level, returning to public school, earning General Educational Development certification, attending college or technical school, or seeking employment. Youth are followed for one year after program completion.

A two-year grant was awarded to implement a mentor program for some youth in the C.I.T.Y. program.

Funding
The C.I.T.Y. programs are funded by the federal Job Training Partnership Act and the Alabama Department of Youth Services. For 1990-91, the contributions were 34 percent and 66 percent, respectively. Local schools provide the facilities. Civic groups, such as the Junior League and the Kiwanis Club of Montgomery County, and businesses also have contributed resources to the programs in their areas.

The per diem rate for the program is approximately $31.

Results
Internally collected data shows evidence of positive outcomes for C.I.T.Y. youth.

For July 1, 1990, to September 28, 1990:

- For the 216 youth enrolled in the six C.I.T.Y. programs, there was an average four-month academic gain for each month of enrollment.

For July 1, 1989, to August 31, 1990:

- Of 289 youth who were terminated from the program (including youth who completed or were discontinued from the program), 214 (74 percent) had not been adjudicated delinquent for the commission of new offenses.

Contact: Ed Earnest, Executive Director, (205) 324-8003.

APPENDIX A

Profile of Juveniles in Custody and Statistical Data

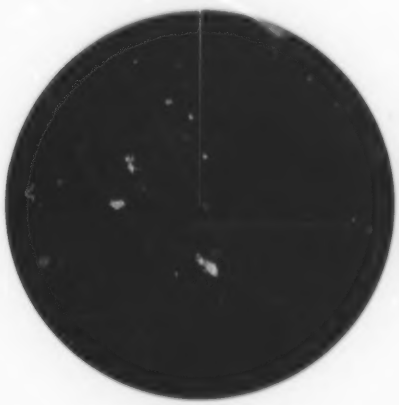
Profile of Juveniles in Custody, 1987

Gender

The population of youth in custody was more likely to be male than female.

Public and Private Facilities:

- 79 percent male
- 21 percent female



Public Facilities:

- 86 percent male
- 14 percent female

Private Facilities:

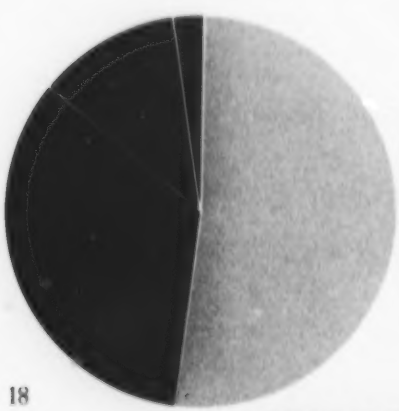
- 69 percent male
- 31 percent female

Race

Although 52 percent of all juveniles held in public and private facilities were white, a majority of juveniles in public facilities were black or Hispanic.

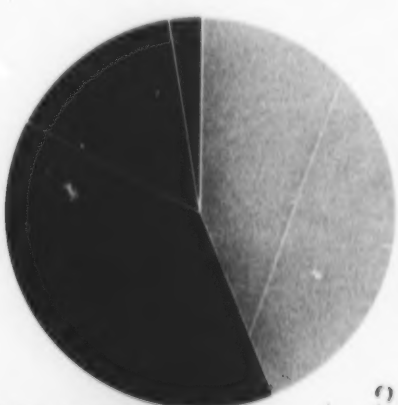
Public and Private Facilities:

- 51.9 percent white
- 33.9 percent black
- 11.6 percent Hispanic
- 2.5 percent other racial groups



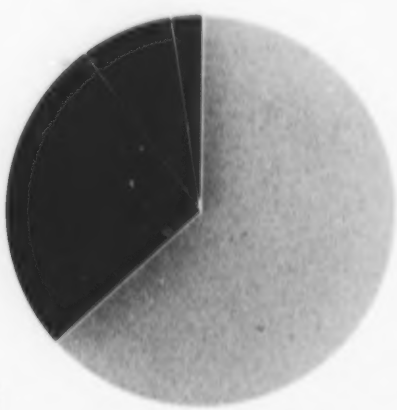
Public Facilities:

- 43.7 percent white
- 39.0 percent black
- 14.7 percent Hispanic
- 2.5 percent other racial groups



Private Facilities:

- 63.4 percent white
- 26.7 percent black
- 7.4 percent Hispanic
- 2.5 percent other racial groups



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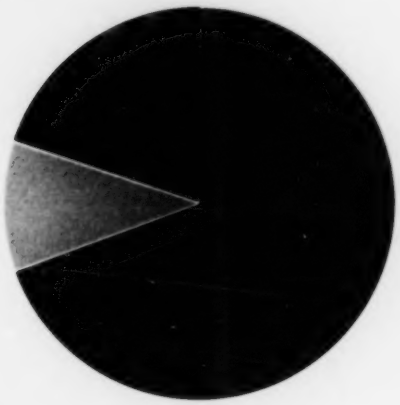
Reasons for Custody

Most youth in public facilities had been committed for delinquent acts, while most youth in private facilities were nonoffenders.

Public and Private Facilities:

- 69 percent delinquents
- 11 percent status offenders
- 20 percent nonoffenders

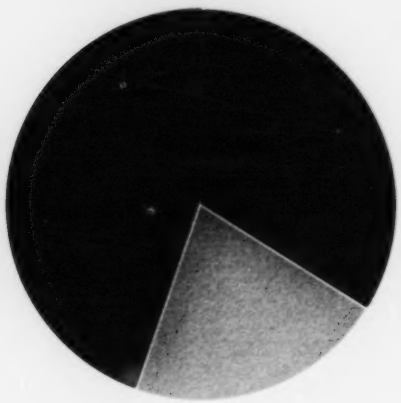


Public Facilities:

- 94 percent delinquents
- 5 percent status offenders
- 1 percent nonoffenders

Private Facilities:

- 34 percent delinquents
- 21 percent status offenders
- 45 percent nonoffenders



Definitions:

Delinquent. A juvenile charged with or adjudicated for conduct that would be considered criminal (misdemeanor or felony) if committed by an adult.

Status offender. A juvenile awaiting disposition or already adjudicated for conduct that would not be considered criminal if committed by an adult (such as running away, incorrigibility, or truancy).

Nonoffender. A juvenile held as dependent, neglected, or abused; emotionally disturbed; or mentally retarded over whom a juvenile court assumes jurisdiction because of its finding that the care exercised by parent, guardian, or custodian falls short of legal standards. Excludes juveniles held on delinquency or status offense charges even if they could also be considered to be in one of the above categories.

Note: All statistics are taken from a census of 3,302 public and private juvenile facilities taken on Feb. 2, 1987. The sample group consisted of 91,646 juveniles in custody in public or private facilities; 53,503 in public facilities; and 38,143 in private facilities.
Source: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *1987 Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities: Children in Custody* (Washington, D.C.: U.S. Department of Justice, 1988).

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Number of Juveniles in Public and Private Facilities by State, 1975 to 1985

The number of juveniles in public and private facilities increased by 12 percent from 1975 to 1985.

Region and State	Number of juveniles					Percent change 1975-1985
	1975	1977	1979	1983	1985	
U.S. Total	74,270	73,166	71,922	80,091	83,402	12%
Northeast						
Connecticut	607	626	614	894	997	64%
Maine	561	481	463	436	467	-17
Massachusetts	911	858	801	920	1,064	17
New Hampshire	515	326	400	223	235	-54
New Jersey	1,281	1,349	1,815	2,114	1,814	42
New York	5,347	4,972	4,714	5,392	5,396	1
Pennsylvania	2,990	2,760	3,275	3,050	3,283	10
Rhode Island	182	164	207	308	316	74
Vermont	207	207	140	165	137	-34
Midwest						
Illinois	2,099	2,152	1,691	2,135	2,066	-2%
Indiana	1,754	1,830	2,048	2,008	2,886	65
Iowa	621	728	821	850	1,090	76
Kansas	1,005	1,273	1,425	1,349	1,363	36
Michigan	2,909	2,976	2,719	3,377	3,369	16
Minnesota	1,306	1,542	1,428	1,670	1,912	46
Missouri	1,647	1,717	1,517	1,309	1,415	-14
Nebraska	882	731	745	790	834	-5
North Dakota	228	231	193	258	207	-9
Ohio	4,342	3,957	3,770	4,652	4,860	12
South Dakota	385	469	370	460	439	14
Wisconsin	1,484	1,515	1,273	1,589	1,775	20
South						
Alabama	545	614	788	1,007	974	79%
Arkansas	863	796	901	882	922	7
Delaware	209	213	206	253	190	-9
District of Columbia	*	602	*	512	417	
Florida	3,698	2,750	2,740	2,948	3,335	-10
Georgia	1,719	1,495	1,419	1,549	1,300	-24
Kentucky	739	918	952	1,062	1,047	42
Louisiana	1,656	1,254	1,424	1,832	1,530	-8
Maryland	1,489	1,550	1,557	1,763	2,154	45
Mississippi	751	533	448	*	*	
North Carolina	1,209	1,271	1,204	1,336	1,344	11
Oklahoma	1,039	1,490	1,264	1,027	835	-20
South Carolina	895	716	767	834	762	-15
Tennessee	1,368	1,524	1,545	1,400	1,530	12
Texas	2,937	3,516	3,118	3,704	4,122	40
Virginia	1,598	1,611	1,613	1,758	1,724	8
West Virginia	465	351	286	252	265	-43
West						
Alaska	243	294	373	378	361	49%
Arizona	1,592	1,384	1,218	1,376	1,799	13
California	12,608	12,203	12,766	15,388	15,812	25
Colorado	1,161	1,444	1,181	1,060	1,096	-6
Hawaii	170	161	145	208	210	24
Idaho	303	234	307	346	261	-14
Montana	362	394	291	254	247	-32
Nevada	435	*	461	516	542	25
New Mexico	508	694	566	725	804	58
Oregon	1,030	1,212	1,239	1,112	1,179	14
Utah	412	396	438	270	281	-32
Washington	2,168	2,058	1,630	1,674	1,748	-19
Wyoming	*	*	*	*	*	

Note: Data were collected on June 30, 1975; Dec. 31, 1977 and 1979; and Feb. 1, 1983 and 1985. Detail may not add to total because of data not shown to preserve confidentiality.
*Data not shown to preserve confidentiality.
Source: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, *Children in Custody, 1975-85: Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities* (Washington, D.C.: U.S. Department of Justice, May 1989).

Number of Public and Private Juvenile Facilities by Type of Facility, 1975 to 1985

The total number of public and private juvenile facilities increased by 41.1 percent from 1975 to 1985; there has been significant growth in halfway houses, group homes, and shelters for juveniles.

Type of facility	1975	1977	1979	1983	1985
Number of public and private facilities	2,151	2,592	2,576	2,900	3,036
Detention centers	350	384	404	406	428
Shelters	81	167	175	251	297
Reception or diagnostic centers	22	36	33	31	39
Training schools	254	239	240	266	263
Ranches, forestry camps, or farms	398	251	253	267	260
Halfway houses or group homes	1,046	1,515	1,471	1,679	1,749
Number of juveniles in public and private facilities	74,270	73,166	71,922	80,091	83,402
Detention centers	*	10,060	10,796	13,195	14,069
Shelters	869	1,615	1,358	2,053	2,700
Reception or diagnostic centers	*	1,738	1,255	1,655	1,764
Training schools	30,408	27,889	27,355	29,725	30,532
Ranches, forestry camps, or farms	18,479	12,315	11,459	12,884	13,170
Halfway houses or group homes	11,828	19,549	19,699	20,579	21,167

Note: *Data not shown to preserve confidentiality.
Source: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, *Children in Custody, 1975-85: Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities* (Washington, D.C.: U.S. Department of Justice, May 1989).

State Operating Budgets for Juvenile Corrections, Fiscal 1989

The average operating budget for juvenile corrections was $31.7 million per agency in fiscal 1989.

State	Budget	State	Budget
Alabama	$ 21,098,775	Nevada	985,477
Alaska	15,909,000	New Hampshire	6,661,498
Arizona	29,222,100	New Jersey	32,549,000
Arkansas	7,903,213	New Mexico	21,800,000
Colorado	27,022,697	New York	133,489,200
Connecticut	10,396,658	North Carolina	42,000,000
Florida	146,775,013	North Dakota	2,817,498
Georgia	61,700,000	Ohio	91,945,498
Hawaii	2,996,474	Oklahoma	23,688,000
Idaho	8,300,000	Oregon	33,028,591
Illinois	39,307,500	Pennsylvania	32,164,000
Iowa	10,200,000	South Carolina	34,509,307
Kansas	24,600,000	South Dakota	3,203,418
Kentucky	25,110,700	Tennessee	42,105,500
Louisiana	39,934,000	Texas	57,461,661
Maine	8,200,000	Utah	15,693,800
Maryland	88,033,688	Vermont	5,000,000
Massachusetts	57,419,000	Virginia	85,126,064
Michigan	60,287,000	Washington	39,166,657
Minnesota	12,007,000	West Virginia	2,050,000
Mississippi	10,463,737	Wisconsin	20,291,000
Missouri	15,577,191	Wyoming	5,516,346
Montana	1,896,736	Total	$1,461,333,904
Nebraska	5,720,907	Average	31,768,128

Note: Four states did not report fiscal 1989 operating budgets.
Source: Camille and George Camp, *The Corrections Yearbook* (South Salem, N.Y.: Criminal Justice Institute, Inc., 1989).

Annual Cost and Cost per Resident for State and Local Public Juvenile Facilities, 1988

The average annual cost per resident in state and local public juvenile facilities was $29,600 in 1988.

	Number of facilities	Total cost in 1988	Average cost per resident for one year[a]
U.S. Total	1,100	$1,674,011,000	$29,600
Northeast	**205**	**296,826,000**	**47,300**
Connecticut	4	15,812,000	57,500
Maine	1	7,733,000	31,400
Massachusetts	10	12,592,000	55,500
New Hampshire	3	6,063,000	45,900
New Jersey	58	65,854,000	35,700
New York	92	126,971,000	55,300
Pennsylvania	34	50,489,000	45,700
Rhode Island	2	10,162,000	78,800
Vermont	1	1,150,000	50,000
Midwest	**269**	**371,296,000**	**30,300**
Illinois	20	57,784,000	33,400
Indiana	33	31,356,000	21,500
Iowa	14	13,686,000	29,300
Kansas	13	21,778,000	33,100
Michigan	44	79,745,000	42,900
Minnesota	16	25,730,000	37,100
Missouri	44	23,341,000	26,200
Nebraska	4	6,421,000	22,000
North Dakota	2	2,846,000	30,300
Ohio	65	81,363,000	25,300
South Dakota	5	3,845,000	17,600
Wisconsin	9	23,401,000	34,800
South	**392**	**420,535,000**	**28,200**
Alabama	23	16,252,000	19,400
Arkansas	7	8,756,000	34,100
Delaware	3	4,231,000	33,300
District of Columbia	4	18,051,000	42,600
Florida	55	53,385,000	22,900
Georgia	28	36,508,000	25,800
Kentucky	31	18,856,000	32,100
Louisiana	17	26,269,000	24,600
Maryland	17	29,715,000	33,200
Mississippi	8	7,664,000	18,500
North Carolina	24	25,385,000	29,000
Oklahoma	16	13,431,000	40,800
South Carolina	11	14,316,000	23,600
Tennessee	21	26,287,000	29,400
Texas	56	67,997,000	31,400
Virginia	64	49,661,000	32,700
West Virginia	7	3,771,000	25,700
West	**234**	**585,354,000**	**25,300**
Alaska	4	9,925,000	54,500
Arizona	17	21,574,000	20,700
California	113	415,329,000	23,300
Colorado	9	14,017,000	26,500
Hawaii	2	4,237,000	34,400
Idaho	3	4,938,000	39,500
Montana	3	5,263,000	27,700
Nevada	9	15,315,000	28,800
New Mexico	13	13,051,000	24,600
Oregon	13	20,529,000	34,300
Utah	16	8,521,000	40,400
Washington	30	46,839,000	41,100
Wyoming	2	5,816,000	36,600

Note: [a]Average cost to house one resident for one year was calculated by dividing each state's or region's total operating cost by its average resident population for 1988.
Source: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *OJJDP Update on Statistics: Public Juvenile Facilities; Children in Custody, 1989* (Washington, D.C.: U.S. Department of Justice, January 1991).

APPENDIX B

Other Community-Based Programs

The following list of programs includes examples of types of community-based alternatives not represented in the five case studies.

The Associated Marine Institutes, Inc.
The Associated Marine Institutes operates residential and day treatment programs for fifteen- to eighteen-year-old delinquent youth with a history of chronic offending. There are twenty-two programs in eight states under contracts with state agencies and local school boards. The curriculum includes marine activities, vocational training, and remedial education. The Florida Environmental Institute (the Last Chance Ranch) serves chronic and violent juvenile offenders.

Contact:
O. B. Stander, Vice President of Operations
The Associated Marine Institutes, Inc.
14802 Dale Mabry Highway
Suite 300
Tampa, Florida 33618
813-963-3344

Sentenced to Read, Inc.
Sentenced to Read serves delinquents, ex-offenders, chemically dependent youth and at-risk youth in twelve counties in Kentucky. Although its main focus is individualized remedial education, the program also offers pre-employment skill training and job placement services. Innovative program components include learning disability screening and the Court-Ordered Family Education Project.

Contact:
C.J. Bailey, Director
Sentenced to Read, Inc.
118 University Boulevard
Morehead, Kentucky 40351
606-784-2887

Burlington Youth Employment Program
The Burlington Youth Employment Program provides delinquent and at-risk youth with vocational needs assessments, pre-employment skill building, job training and placement, and drug and alcohol counseling. Projects include the building and maintenance of low-cost housing, horticultural activities in the park system, and a private sector work/study program. Some job placements are linked to restitution.

Contact:
Michael Merrill, Executive Director
Burlington Youth Employment Program
64 North Street
Burlington, Vermont 05401
802-863-8520

Paint Creek Youth Center
This residential treatment program was initiated as a public-private partnership between the Office of Juvenile Justice and Delinquency Prevention, the Ohio Department of Youth Services, and New Life Services, Inc. It provides an alternative to incarceration for serious juvenile offenders in Southern Ohio. With judicial approval, youth are referred to this open setting through random assignment by the Rand Corporation. The experimental design has revealed promising preliminary research results.

Contact:
Robert Mecum, Executive Director
Paint Creek Youth Center
P.O. Box 455
Bainbridge, Ohio 45612
513-561-0100

Juvenile Restitution Program, Inc.
The Juvenile Restitution Program serves youth in two counties in South Carolina. The program includes job placement, employment skills training, victim advocacy, and prevention activities. All of the youth complete a ten-hour pre-employment/living skills course. The Juvenile Restitution Program also administers Project Y.E.S. (Youth Experiencing Success), an after-school dropout prevention project, in collaboration with local schools.

Contact:
Elizabeth Watson, Executive Director
Juvenile Restitution Program, Inc.
4356 Headquarters Road
P.O. Box 70099
Charleston, South Carolina 29415
803-744-3381

Juvenile Intensive Probation Programs
The Juvenile Division of Ramsey County provides intensive probation services as an alternative to placement. Three types of services are offered, depending on the needs of the youth: the Family Counseling Project; the Intensive Truancy Project; and the Intensive Supervision Project, which provides fourteen-hour-a-day monitoring to youth who would otherwise be placed in a secure setting.

APPENDIX C

A History of Juvenile Justice Services

Contact:
James H. Hayes, Director
Juvenile Division
480 St. Peter Street
St. Paul, Minnesota 55102
612-298-6934

Networking for Youth
The goal of the Networking for Youth project is to coordinate services for at-risk youth. The program has two components: the Direct Service Network, which serves multi-problem youth through interagency case planning; and the Management Network, an adminstrative forum assembled to promote interagency collaboration through policy development.

Contact:
Cindy Modgett, Coordinator
Networking for Youth
P.O. Box 1449
Bellingham, Washington 98277
206-676-1022

In the nineteenth century, the social problems resulting from industrialization heightened the concerns of child advocates seeking to protect and reform children who had been exposed to the detrimental effects of city life.[12] In an effort to serve impoverished children and young offenders, the first institution exclusively for children, the House of Refuge, was established in New York City in 1824. The first reform school was founded in Massachusetts in 1847. By 1870, eighteen states had approved legislation that directed the courts, as instruments of the state, to make decisions regarding the placement of delinquent and neglected children based on "the best interest of the child."[13]

Institution-based models met with opposition by the "child savers" in the 1870s. Alternatives to institutionalization were proposed, such as having children live and work in rural areas. At the turn of the century, a belief in the scientific approach to criminal behavior and the development of the academic fields of psychology and sociology fueled the activities of these child advocates.[14]

Reflecting a commitment to treatment rather than punishment, the first court exclusively for juveniles was created in 1899 with the passage of the Illinois Juvenile Court Act. Viewing the juvenile offender as errant but curable, the juvenile court sought to rehabilitate the child according to his or her individual needs. The juvenile court proceedings were noncriminal; children were not found guilty of a crime. Instead, they were adjudicated delinquent and offered individualized rehabilitative services. Their records were confidential; juveniles were not incarcerated with adult criminals and probation services were provided. The juvenile court model had been replicated in all but two states by 1925.[15]

Although the juvenile court offered a treatment-oriented approach, the children did not have the procedural safeguards granted to adults, such as legal representation and the right to due process, until the late 1960s. These rights were established by the Supreme Court in the cases of *Kent v. the United States* (1966), *Re: Gault* (1967), and *Re: Winship* (1970).

Many states began to deinstitutionalize status offenders and to implement policies to encourage community-based alternatives in the 1960s and 1970s.[16] New York and California created a separate legal category for status offenders in the 1960s and Massachusetts not only had closed its training schools by 1972,[17] but also had mandated that status offenders be diverted to the social service system.[18]

In the early 1970s, additional litigation exposed the maltreatment of children in the nation's institutions.[19] Serious problems in juvenile justice were later documented by the Senate Subcommittee to Investigate Juvenile Delinquency, including the scarcity of prevention programs, the lack of alternatives to incarceration, and the incarceration of status offenders.[20]

The Juvenile Justice and Delinquency Prevention Act was approved by Congress in 1974. The legislation sought to remedy problems of understaffed and overcrowded juvenile courts; ineffective probation services and inadequate correctional facilities for juveniles; and

the lack of foster and protective care programs for abandoned and dependent children.

In contrast to efforts to implement community-based programs and deinstitutionalize youthful offenders was the development of a more stringent perspective at the state level, known as the "get tough on crime" approach.[21]

> "Underlying these new programs and policies is the assumption that incapacitation and specific deterrence are more effective at controlling youth crime than treatment and educational programs. While this perspective is at odds with the traditional philosophy of the juvenile court, many policymakers have insisted that punishment be grafted onto the rehabilitative ideal to restore public confidence in the juvenile justice system."[22]

State trends reflecting these policy shifts included:

- allowing younger offenders to be tried as adults;
- developing exclusion policies requiring that juveniles who commit specific offenses be tried automatically in the adult court system; and
- authorizing the juvenile court to impose tougher dispositions for youths who commit specific offenses.[23]

Echoing these state policy changes was a corresponding federal "get tough" statement by the National Advisory Committee for Juvenile Justice and Delinquency Prevention in 1984, which highlighted the Juvenile Justice and Delinquency Prevention Act's neglect of the "serious, chronic, and violent juvenile offender."[24]

The following are some of the consequences of these state and federal policy shifts.

- The number of juveniles held in public and private facilities increased by 12 percent between 1975 and 1985.[25]
- More juveniles have been committed to detention centers as part of their disposition,[26] and the length of stay in detention facilities has increased.[27]
- More juveniles have been committed to the state adult prison system as a result of changes in waiver and exclusion policies.[28]

Despite the popularity of these more stringent approaches to juvenile crime, several states have taken a different approach. "The current indications are that the country is coming out of a period of retrenchment and is in the beginning stages of a new wave of reform. The best evidence of this reform trend can be seen in the policy activities of the states, rather than initiatives underway at the federal level."[29] Massachusetts and Utah are serving as prototypes for reform. Independent studies reveal that the service delivery systems in these states may be positively affecting rates of subsequent offenses. Similar efforts to implement innovative alternatives for youthful offenders are underway in other states and at the local level.

APPENDIX D

Bibliography on Cross-System Literature

The following annotated bibliography provides references to documents, reports, and studies that give a broad overview of the relationship between juvenile delinquency and other factors such as learning disabilities and child abuse. Most include extensive bibliographies. Although specific studies suggest that there are correlations, further research is needed if policymakers and program administrators are to fully address the needs of multi-problem youth.

Education

Steiger, John, and David Guthmann, eds. *Education as Rehabilitation for Juvenile Offenders: A Review of the Literature.* Olympia, Wash.: Washington State Department of Social and Health Services Division of Juvenile Rehabilitation, October 1985.

This publication reviews research on school-based intervention and prevention strategies and includes an extensive annotated bibliography.

Gottfredson, Gary D. "American Education: American Delinquency." *Today's Delinquent*, vol. 6 (1987), pp. 5-71.

This article proposes that the school is the most instrumental institution for reducing delinquency. It reviews research and discusses intervention strategies at the preschool, elementary, middle, and secondary school levels.

Arthur, Lindsay, ed. *Learning Disabilities and the Juvenile Justice System.* Reno, Nev.: National Council of Juvenile and Family Court Judges, 1988.

This report provides a comprehensive overview of the relationship between juvenile justice and learning disabilities, including identification, testing, remedial education, and a discussion of the implications for the courts, social service, and education.

Child Welfare

Kamerman, Sheila, and Alfred Kahn. *Social Services for Children and Youth in the United States.* New York, N.Y.: Annie E. Casey Foundation, 1989.

This report examines the current status of the social service system for children, youth, and families at the state, county, and city level and includes case studies to identify effective models of service delivery.

Lerman, Paul. "Child Welfare, The Private Sector and Community-Based Corrections." *Crime and Delinquency*, vol. 30, no. 1 (1984), pp. 5-38.

This article analyzes the implementation of community-based corrections.

U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention. *Child Abuse: Prelude to Delinquency? Findings of A Research Conference Conducted by the National Committee for Prevention of Child Abuse.* Washington, D.C.: U.S. Department of Justice, September 1986.

This report includes a literature review, discussion of intervention strategies, policy implications, and recommendations for future research activities.

Family

"Family Factors As Correlates and Predictors of Juvenile Conduct Problems and Delinquency." In *Crime and Justice: An Annual Review of Research*, vol. 7, edited by Michael Tonry and Norval Morris. Chicago, Ill.: University of Chicago Press, 1986.

This is a meta-analysis of the research on the link between family and delinquency.

National Center for Juvenile Justice. *Today's Delinquent: Parents*, vol. 5. Pittsburgh, Pa.: National Center for Juvenile Justice, 1986.

National Center for Juvenile Justice. *Today's Delinquent: Family*, vol. 4. Pittsburgh, Pa.: National Center for Juvenile Justice, 1985.

These essays examine family contributions to juvenile delinquent behavior and the family's role in intervention and prevention.

Mental Health

U.S Congress, Office of Technology Assessment. Children's Mental Health: Problems and Services—A Background Paper. Washington, D.C.: U.S. Government Printing Office, December 1986.

This is an overview of the mental health needs of children, the service delivery system, and the federal role in service delivery.

Addressing the Mental Health Needs of the Juvenile Justice Population: Policies and Programs. Program Summary of a Symposium Sponsored by the National Association of State Mental Health Program Directors and the Child and Adolescent Services System Program, Washington, D.C., Feb. 27-28, 1985.

Addressing the Mental Health Needs of the Juvenile Justice Population. Conference Summary of the Fall Meeting of the National Institute of Mental Health, Child and Adolescent Service System Program, State Mental Health Representatives for Children and Youth, and Research and Training Center for Children's Mental Health, Nashville, Tenn., Oct. 26-28, 1987.

These conference proceedings explore the issues, the service delivery system, and research.

Lerman, Paul. "Trends and Issues in the Deinstitutionalization of Youth in Trouble." *Crime and Delinquency,* vol. 26, no. 3, pp. 281-298.

This article discusses the institutionalization of youth in the juvenile corrections, child welfare, and mental health systems.

Minorities

Krisberg, Barry, ed. Crime and Delinquency, *Special Issue: Minority Youth Incarceration and Crime,* vol. 33, no. 2 (April 1987).

This special issue discusses the overrepresentation of minorities in the juvenile justice system, research, and implications for policymakers. For an overview of the national data, see "The Incarceration of Minority Youth," by Barry Krisberg, Ira Schwartz, Gideon Fishman, Zvi Eisikovits, Edna Guttman, and Karen Joe, pp. 173-205.

Drug Abuse

National Center for Juvenile Justice. *Today's Delinquent: Drugs,* vol. 3. Pittsburgh, Pa.: National Center for Juvenile Justice, 1984.

This publication is a compilation of reports on the relationship between delinquency and drug use.

Elliott, D.S., D. Huizinga, and S.S. Ageton. *Explaining Delinquency and Drug Use.* Beverly Hills, Calif.: Sage Publications, 1985.

This report analyzes the National Youth Survey data according to an "integrated theoretical model" of juvenile delinquency and drug use.

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